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15 APR 1963

MEMORANDUM FOR: Deputy Director of Security (PPS)

SUBJECT : Report of Study of Agency Safety Program

1. This memorandum and its attachments report a study of the Agency Safety Program, made in accordance with your instructions. It is found that the present program needs improvement to meet the responsibilities placed upon the Agency. More detailed conclusions, and recommendations for corrective action, are set forth in paragraphs 29 and 30 at the end of this report.

2. The study was initiated following a meeting on 11 December 1962 with the Deputy Director of Security by the members of the Agency Safety Committee, who expressed concern over serious safety problems believed to exist in Agency buildings, and ascribed the delay in correcting them to insufficient personnel in the Safety Office. The statements of the members of the Safety Committee are set forth more detailedly in the attached TAB "A."

3. There are some specific legal obligations upon the Agency concerning a safety program. In 1916 the Federal Government adopted the policy of paying compensation for injuries and deaths suffered by federal civilian employees in the course of their duties. From that time on, the Congress has been strongly interested in keeping down the compensation costs through the adoption of safety programs which would tend towards eliminating work hazards and health risks. By statutes and Executive Orders, all federal departments and agencies have been directed to promote safety programs; to keep records and make reports of injuries and accidents; to appoint qualified representatives to act as members of the Federal Safety Council; to have a representative on the Federal Fire Council; to participate in the activities of the National Safety Council. The statutes and Executive Orders levying these obligations are set forth in attached TAB "B."

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4. The Agency's obligations as to a safety program have been placed upon the Director of Security. Headquarters Regulation [] establishes a program for domestic installations comprising the following:

a. A Safety Committee of members of various components, which is to assist the Director of Security in his safety responsibilities.

b. A CIA Safety Officer, appointed by the Director of Security, who is stated to be responsible for recommending policies and practices; for conducting periodic drills, tests, surveys, and inspections; and for providing training, guidance, and assistance on specific problems.

c. A system of Area Safety Officers appointed by the Operating Officials to supervise programs for the components and areas. These Area Safety Officers were charged with making periodic inspections of their areas, reporting on unsafe practices, investigating and reporting accidents and injuries; and advising their components on the use, storage, and disposition of dangerous materials.

This regulation, and others pertinent to the safety program and to the duties of the Safety Officer, are recited in the attached TAB "C."

5. The Area Safety Officers part of this program has not worked out, nor does it appear that it readily can do so. The Agency components in the Washington Area have designated a total of 88 Area Safety Officers, a roster which is changing constantly due to transfers and reassignments of personnel; they all have their regularly assigned other work in their components. Not one of them ever has made an area safety inspection, nor made an accident or work injury investigation, with the exception of the Highway Branch ("Motor Pool") of the Transportation Division, OL, which investigates automobile accidents involving its vehicles and personnel; none of them is qualified as to safety regarding dangerous materials. Of these 88 Area Safety Officers, a total of 17 are Career Security Officers

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assigned from OS to their components, and these work in cooperation with the CIA Safety Officer as requested, but they do not inspect or investigate.

6. As pointed out by the Safety Committee (see TAB "A"), the correction of safety problems is a task requiring the attention of professional safety officers. Some very limited instruction in safety has been given at infrequent times to the Area Safety Officers, but to qualify them to do their job properly would take extensive training, and a substantial portion of their time on the job, which would be to the detriment of their regular work and their career assignments. What safety inspections have been performed have been only by the CIA Safety Officer and his small immediate staff, and these inspections have been very few. Aside from the motor vehicle cases, the only actual investigation of accidents and work injuries has been in the couple of cases a year where the seriousness of the incident caused senior official concern.

7. The CIA Safety Officer has been performing his part of the Safety Program to the extent possible. He has a deputy and a clerk-stenographer; for the last six months he has had one additional man on temporary assignment. With this small staff he has been attempting to perform all the varied parts of the Agency Safety Program, which include not only the responsibilities of but also the several related matters assigned to the Office of Security under other regulations set forth in TAB "C," and the further safety responsibilities in the statutes and Executive Orders recited in TAB "B." These duties include safety surveys, accident investigations, compiling and reporting statistics, testing equipment and materials, reviewing plans and specifications for places and things, giving training and demonstrations for several classes of persons, representing the Agency on bodies and at meetings, handling Emergency as well as Safety matters, giving staff assistance on hazardous situations, work on explosives and other dangerous materials, and further "Special duties." In September 1962, the Safety Officer listed his duties and responsibilities and, while this is not an approved job description, it is indicative of his work; a copy of this is attached as TAB "D."

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8. Most of the time of the personnel of the Safety Office has been devoted to the "assistance on specific problems" part of the

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duties set forth in [] While matters relating to the movement of ordnance and other dangerous materials are handled routinely by the Office of Logistics in normal circumstances, when there are active operations the Safety Officer is called upon for assistance. Removals of Agency components into new buildings or quarters require a great deal of Safety Office attention and time; for instance, a couple of weeks work by the Safety Officer and his deputy have been necessary to check the fire detection systems in the new building occupied by NPIC. A great deal of this type of work could be by safety inspectors, if we had them, rather than by the Safety Officer and his deputy.

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9. One of the basic parts of a Safety Program is the Safety Inspection system. Every part of the quarters occupied by a Government Department or Agency should be given a complete safety inspection once a year. Under the program contemplated by [] this was to be done by Area Safety Officers, but such an idea did not work out. So this function has fallen upon the Safety Officer and his very limited staff. The only parts of the Headquarters Building which have been given a complete safety inspection are the F and G corridors of the 5th, 6th, and 7th floors. Elsewhere in the Washington area in the last year the only complete inspection has been of three wings in Alcott Hall (prior to the removal there of OBI of DD/I).

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10. Two further basic parts of a proper Safety Program are the investigation of accidents, and the compiling and watching of accident and other safety statistics. Direct site inquiry would not be necessary in all cases, but there should be at least a system of reporting and reviewing of the reports by the Safety Office. The present accident reporting system is not complete nor regularized. The Medical Staff sends to the Safety Office an Injury Report which is filled out by each person who comes into the Medical Office and receives medical attention for an injury; this is only for the Headquarters Building and the other buildings in the Washington area serviced by the Medical Staff. These are the basis for the "First Aid Accidents" figures which are included in the required annual reports of the Safety Officer.

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11. The basis for the most important general Government statistics and reports on safety are the "C. A. " forms of the Bureau of Employees' Compensation, which civilian employees must submit to make any claim under the Federal Employees' Compensation Act. The Office of Personnel processes these claims via this form for Agency personnel. Copies of some of the forms are sent to the Safety Office, and are used in compiling the Agency internal annual report. But it appears that the Safety Office either is not getting all these reports, or is not getting all the necessary data through them. These forms and cases are processed by the Casualty Affairs Branch in the Benefits and Services Division of OP. []

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[] Chief of that Branch and a member of the Agency Safety Committee, states that the figure of 525 days lost time of employees given in the Safety Officer's 1961 annual report (see TAB "F"), cannot be correct, because he knows of two accident cases which totaled more lost time than that.

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12. Statistics and reports are of great importance in Safety, with comparative figures for periods and agencies the means of determining the adequacy of a Safety Program; and the number and places of accidents and costs are the indication as to where corrective measures should be taken. The Department of Labor publishes an annual report of Federal Work Injuries, giving all-government and by-agency figures as to cases and their costs both in days lost from work and in money. For comparative purposes, the "Casualty Rates" given in these annual reports are used widely in the general safety field. The Casualty Rates include a "Frequency Rate," which is the number of disabling injuries per million manhours worked, and a "Severity Rate," which is the number of days lost per million manhours. The figures for CIA are not listed in these reports, except possibly in the total government figures. Some significant figures from these reports for 1960 and 1961 (the 1962 figures will not be available until September 1963) are included in a memorandum which is TAB "E."

13. During 1961, there were 100,808 work injury cases, including 189 fatalities, among the 2,463,017 civilian employees of the Federal Government; they cost the government \$35,353,035. Casualty rates for all Government establishments were an Accident Frequency Rate of 8.0 and an Accident Severity Rate of 539. The published figures as to some of the departments and agencies were

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State Department, Frequency Rate of 1.7 and Severity Rate of 377; FBI, 2.9 and 59; AEC, 2.7 and 43; Air Force, 7.0 and 460; Department of Agriculture, 11.9 and 1,633.

14. CIA does not submit any work injury statistics to the Department of Labor or elsewhere outside the Agency. From the data submitted by the Medical Staff and the Office of Personnel, the Safety Officer submits a yearly report to the Director of Security, who forwards it to the Deputy Director (Support). These reports have concerned only the Washington Headquarters Area, since information from [redacted] foreign field installations has not been available. The report for 1961 shows a Frequency Rate of 2.0 and a Severity Rate of 28.5. The Work Injury Statistics for the Agency are given in TAB "F."

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16. The necessity of including field installations in the Safety Program was emphasized by a letter of 23 July 1962 from the Secretary of Labor to the Director of Central Intelligence, along with the heads of other Federal departments and agencies, noting that "The preponderance of injuries to Federal employees occurs in field operations and installations." This letter drew attention to

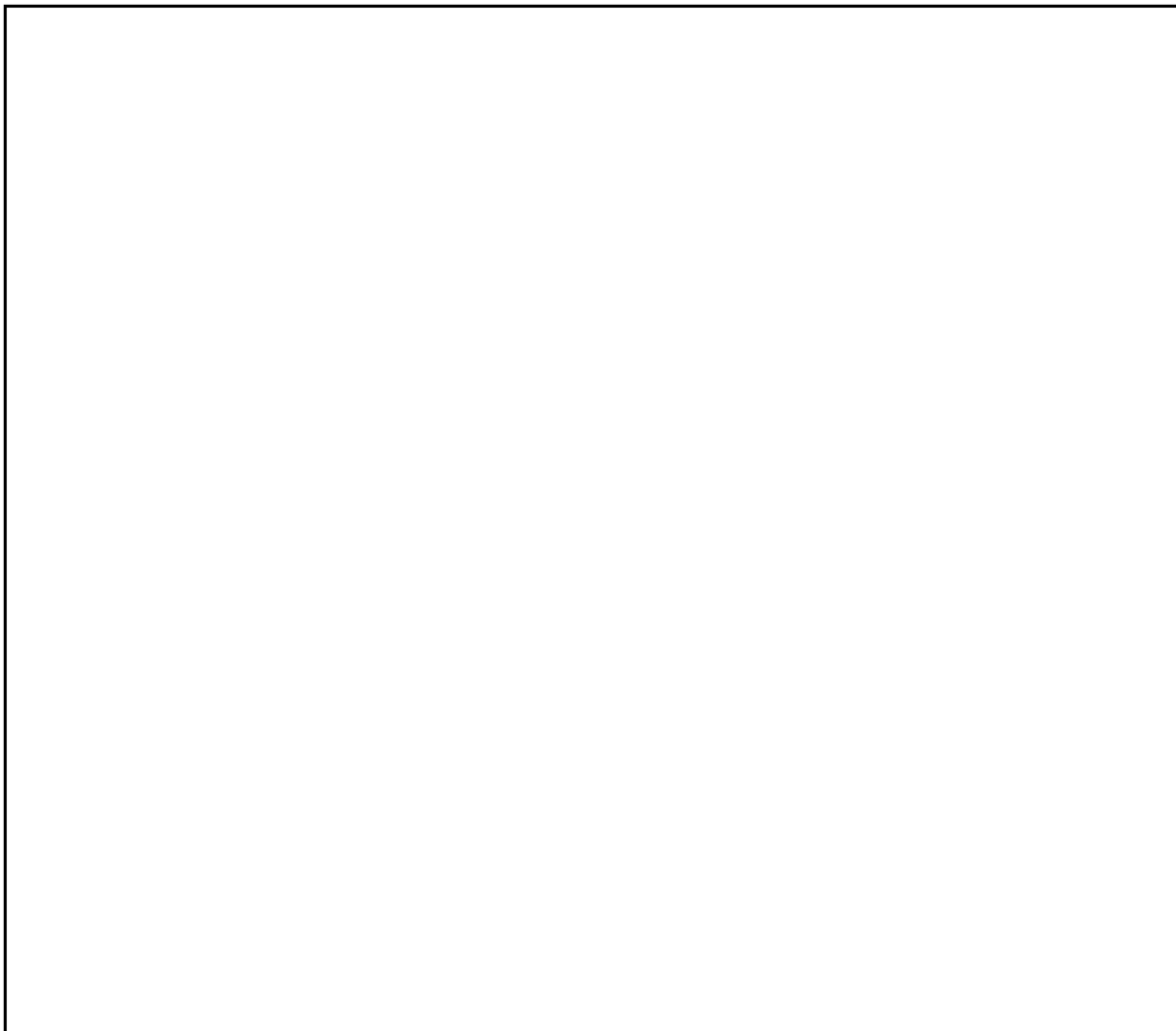
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Executive Order 10990 (see TAB "B"), and requested reaffirmation of support of the Federal Safety Council by a message to field establishments. In August 1962, the Acting DD/S requested the

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Of these, however, only  are submitting yearly safety reports to the Safety Officer at Headquarters.

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18. The General Services Administration manages the Headquarters Building, and some other buildings occupied by the Agency. GSA has its own safety program, but this is for its own 30,000 employees, and only indirectly affects the employees of any other Government agency who may occupy the building operated or managed by GSA. That is, the GSA Safety Program is to protect GSA employees, and to protect the employees of other agencies only to the extent that the work of the GSA employees is to be carried on in a manner that is not unsafe for the building occupants or the public. The GSA safety officials do not review all plans for new buildings or construction alterations prepared by GSA engineers, although they have issued general safety guide lines, have prepared a manual on accident and fire protection which is made a part of all GSA construction contracts, and attempt to spot check plans and specifications as to conformance with established safety provisions. There is no requirement that the GSA safety officials approve any building or construction work prior to its acceptance by GSA, and even the fire prevention and detection features may be accepted without calling in the GSA safety officials.

19. GSA officials with whom discussions were held during this study, explained that their responsibility as to buildings operated by them for other agencies is only as to the basic building structure and its essential utility services; all else is the responsibility of the occupying agency. One way of putting it is to consider the wall outlet for electrical equipment attachments; what is behind the outlet belongs to GSA, what is in front of it is up to the tenant. GSA guards maintain a "fire watch" after the close of business, but their rounds are to detect actual fires, not the circumstances which may cause them. If any GSA guard, cleaning laborer, or maintenance personnel note any unsafe conditions, they are supposed to report these through their supervisory channels, and the GSA building manager will pass such reports to the representatives of the occupying agency; the latter have the responsibility for corrective action. A GSA fire inspector is scheduled to make an annual inspection of the fire-fighting equipment in each building; this has not yet been done at the new Headquarters Building.

20. TAB "H" attached hereto is "A Guide for Federal Agency Safety Programs," issued by the Federal Safety Council, which is in the

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U. S. Department of Labor (see TAB "B" as to its establishment by Executive Order). This Guide points out (page 2) that the head of each Federal department or agency is responsible for its safety program, for the designation of a staff division of his office to exercise supervision of the program, and for providing sufficient personnel for a program for all offices, installations, and activities. As to a safety organization, it suggests (page 4 et seq.) a Program Administrator under the direction of the head of the agency; a Safety Engineer to be the director of the program, charged with the application of engineering principles to control physical conditions and operations so as to eliminate injuries and damage; Safety Inspectors to inspect structures and operations for the application of appropriate safety standards and practices; and the creation of Safety Committees at executive and operational levels. The Guide also emphasizes (page 8 et seq.) the necessity for reports, statistics, and the analysis of them.

21. The general aim of all safety organizations is to have a regularly scheduled safety inspection of all places and activities at least once a year. Among safety organizations in the various departments and agencies, the closest thing to a regulatory schedule is that of GSA. Under its schedule, any office space over 100,000 square feet should be given a complete safety inspection (called a "technical survey" in its schedule) once a year, and all extra-hazardous activities should have at least this yearly safety inspection. Some safety officials in other Government departments and agencies with whom discussions were held during this study contend that the safety inspection program of GSA is inadequate. The GSA officials are inclined to agree with the criticism of their schedules, but tell of manpower and budgetary limitations which restrict them. A copy of the GSA safety inspection schedule is attached as TAB "I."

22. Safety organizations in the various agencies vary in their approach to problems in that some of them directly inspect, investigate, and enforce; while others only develop and promulgate individual programs which the operating officials and staffs enforce. In the latter type of safety organization, for instance, the safety officers do not investigate incidents of injury or loss, but inquire only as to whether or not the place has an adequate safety program that is being applied properly. This latter approach seems to work better where there is a somewhat permanent group of employees at places performing routine work; while the former appears necessary at places having a substantial

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turnover of personnel or varied types of activities. Quite possibly, a combination of the two systems would work best for this Agency.

23. It appears fundamental in proper safety organizations to watch accident and injury reports on a regular basis. These give indications of the effectiveness of the general safety program, and of the places or activities which require corrective action. The best situation appears to be where all parts of the department or agency are passing regular reports to the safety office; sometimes this is in a monthly accident report, and sometimes in a periodic administrative report containing a section on accidents and injuries. Negative reports of the absence of incidents are as important as direct reports of cases. It is noted that the CIA Safety Office works at compiling statistics only once a year for its annual reports.

24. The CIA Safety Officer has been the chairman of the Agency Safety Committee. Committees similar to this are usual in, and recommended for all, government agencies. Safety is an executive responsibility, and a safety committee a manner of fulfilling this. The composition of such committees varies in the separate agencies, but the preferred system is one in which the chief agency safety officer is an executive secretary to, rather than the chairman of such committee. It is noted that the statements by the Agency Safety Committee members which initiated this study were by the members who purposely took the action without their chairman.

25. Attendance at one of the monthly meetings of the Agency Safety Committee gave information that the Safety Officer tells the members the activities of his office for the previous month; that the members from particular components are asked about some request made of or concerning their components; that they discuss general safety problems affecting the Agency. Talks with individual members of the committee disclosed that they feel frustrated as to achieving any results. For instance, they mentioned the lack of emergency lighting on the interior corridors and stairways of the Headquarters Building; the security grillework on certain stairways which bar access by fire fighting forces; and the lack of detailed knowledge of places where small laboratory-like activities involve dangerous materials. They had concluded in committee that action should be

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taken in these matters, and they said that the Safety Officer had instituted such action by memoranda in his regular channels, but nothing has been done to correct the situations.

26. As to safety statistics, the CIA Safety Officer has been using only those reported to him, and the lack of complete information as to field employees probably can be corrected by arrangements which could be made at Headquarters. The field stations report promptly to Headquarters all emergencies affecting their personnel, and the necessary minimum information for statistics purposes could be obtained from or through the Support Staffs of the components. Complete reports of work injuries are not being made to the Safety Officer, but the corrective action appears to be that he should seek out the Headquarters sources of the information and make arrangements to get such data as he needs.

27. The CIA Safety Officer is grade GS-13, and his deputy, GS-12. Information was obtained from the Federal Safety Council as to the safety organizations in other Government departments and agencies. It is noted that the safety programs in some of these agencies are headed by officials as high as grade GS-16, that some safety officers are grade GS-15, and that most of the safety programs are headed by a safety officer or safety engineer of at least grade GS-14. This information is attached hereto as TAB "J."

28. Some new safety legislation was introduced in the Congress in March 1963. Reference to TAB "B" will show the constant effort of the Congress has been to reduce the employees' compensation costs of the Federal Government by lowering the number of accident cases through more effective safety programs. The legislation presently proposed would grant the Department of Labor the right to establish safety standards throughout the Government, and to make inspections in all departments and agencies as to the adequacy of their safety programs. This proposed legislation is similar to what has been introduced previously in other sessions of Congress, and because of the proposed right of one department to inspect others probably will be resisted by other departments. Most probably, because of the exceptions CIA can claim, it would not affect this Agency directly. But it does show a continuous and current effort by the Congress to compel the executive departments and agencies to adopt more effective safety programs. A copy of this proposed legislation is attached as TAB "K."

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29. The conclusions of the study are as follows:

a. While the Agency can bar any outside review of its Safety Program, a situation embarrassing to it could develop if a belief should arise in Government circles that its program does not meet generally accepted standards.

b. The Agency Safety Committee has not been working very effectively as an assistance to the Director of Security in his executing of the responsibility for the Agency Safety Program. The Office of Security member and chairman of this Committee has been the CIA Safety Officer himself, which tends to make it an arm of the Safety Office rather than an objective review of its effectiveness.

c. The regulatory plan of having safety inspections of buildings and areas performed by designated Area Safety Officers has not worked out, and these inspections should be by qualified safety personnel.

d. The records and statistics being reported by the Safety Officer are inadequate to serve their intended purpose, which is to indicate the comparative safety standing of the Agency, and to point out the areas where corrective measures are required.

e. The grade of the CIA Safety Officer is lower than that of similar positions in most other Government agencies having safety programs of somewhat comparable scope.

f. The Safety Office requires a substantial increase in personnel to perform adequately the functions properly placed under it.

30. The recommendations for consideration are:

a. That the Safety Officer prepare a plan giving the general categories of duties with which his office is charged, and assigning an order of priority to each of

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them (and within them, as may be appropriate, such as the places to be inspected). The plan should be flexible, to permit handling of special tasks as they arise, but it should contemplate first attention to the most important phases, and doing others in a descending order of importance as there is opportunity to get to them.

b. That the highest priority be given by the Safety Officer to completing the safety inspection of the Headquarters Building.

c. That the position of CIA Safety Officer be increased to grade GS-14, to put it more in line with general Government practice.

d. That the personnel of the Safety Office be increased along the following suggested lines:

A Chief, GS-14

A Deputy Chief, GS-13

A Clerk-Stenographer, GS-5

A clerical position at GS-5 or GS-7, as a records analyst, to keep records and statistics on a regular basis, to review incoming reports of accidents and injuries and refer to the Chief those meriting inquiry, and to handle other office duties.

A Safety Engineer, GS-13, to perform the general duties of the office, but principally to review plans and specifications for conformance to safety standards, to make safety surveys, to conduct safety investigations, and to give training and demonstrations.

Three Safety Inspectors, possibly one at GS-11 and two at GS-9, who would perform routine safety inspections, conduct accident investigations, and do fire prevention work.

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e. That the Safety Officer work out a plan to obtain the information required for necessary statistics and reports, and thereafter maintain these records on a current basis, rather than assembling data only once a year. This plan should give the specific information necessary for the reports; the sources where such information is available; and the manner in which it should be furnished to the Safety Office. Because of possible cover considerations and procedural arrangements which might be involved, the plan should be submitted for approval before it is placed in effect.

f. That the Office of Security appoint as its member and chairman of the Agency Safety Committee, a senior representative other than the CIA Safety Officer, who thereafter would act as the Executive Secretary of the Committee.

g. That the functions given by regulation to the Area Safety Officers be transferred to the Safety Office, except where trained and qualified safety personnel have been assigned to the components by the Director of Security.

h. That the Safety Officer prepare and submit a proposed revision of [] and any other relevant regulatory issuances, embodying the changes which may be made by the adoption of any of the recommendations of this report, and such other changes as seem appropriate. It is suggested that a new regulation should charge Operating Officials with immediate responsibility for enforcing established safety standards and practices within their components, and with cooperating with the Office of Security in all phases of the Agency Safety Program.

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[]
Special Planning Assistant (PPS)

Attachments:

A thru K

Distribution: Orig & ① - Adse w/atts.

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STATEMENTS OF SAFETY COMMITTEE

1. On 11 December 1962, the Safety Committee met with the Deputy Director of Security to make known certain viewpoints on safety for consideration by the Office of Security. Safety Committee members present were [redacted] Office of

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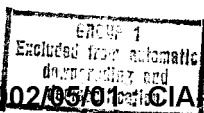
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2. The Committee pointed out that safety problems in Agency buildings must be surveyed by professional safety officers before corrective measures can be taken. A number of safety problems have developed but because of the limited Safety Staff (two officers) surveys are frequently delayed for weeks or months at a time. The Committee made it plain that they are not criticizing the Safety Officers but pointed out that they have far more work than two people can handle. They further felt that many of these problems represent potential serious risks to Agency personnel if not corrected. The Committee had asked [redacted] to make these viewpoints known to the Office of Security, however, the two officers were reluctant to do so as it might be construed that they had enlisted the aid of the Committee to strengthen their program. Accordingly, the Committee sought to make their views known.

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3. There are two types of problems and two avenues of taking corrective measures. The first concerns building hazards which are not the particular concern of any one component but pertain to employees in general. Corrective action generally has to be taken up with the Deputy Director (Support) for both approval of the action to be taken and the allocation of funds for this purpose, with the Office of Logistics providing the necessary corrective labor. The second area of problems is that within a given component, and generally created by that component in its rearrangement of office space or the nature of its activities. Corrective action in this instance must be sold to the head of the component who then has to authorize the payment of the necessary funds. In either case, corrective action has to be sold to the senior

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authorizing officials. The Committee felt that the ~~corrective~~ program was not pursued vigorously enough to meet the safety requirements in all cases.

NOTE: The foregoing is the report of the views expressed at the meeting. The instant study is limited to the adequacy and efficiency of the Safety Program. It does not go into the administrative matters which may become involved in the taking of corrective action once the necessity for such is brought to the proper attention through the program.

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STATUTES AND EXECUTIVE ORDERS RELATING TO SAFETY

1. The Federal Employees' Compensation Act, approved 7 September 1916, (5 U.S.C. sec. 751 et seq.) established the policy and procedures whereby "the United States shall pay compensation as hereinafter specified for the disability or death of an employee resulting from a personal injury sustained while in the performance of his duty."

2. By amendment of 14 October 1949, a Section 33(c) was added to the Act declaring the additional policy of encouraging safe practices and eliminating work hazards and health risks, in order to reduce compensable injuries. This amendment placed certain responsibilities on all Federal departments and agencies. As given in 5 U.S.C. 784, this Section reads:

"In order to reduce the number of accidents and injuries among Government officers and employees, encourage safe practices, eliminate work hazards and health risks, and reduce compensable injuries, the heads of the various departments and agencies are authorized and directed to develop, support, and foster organized safety promotion, and the President may also establish by Executive Order a safety council composed of representatives of Government departments and agencies to serve as an advisory body to the Administrator in furtherance of the safety program carried out by the Administrator pursuant to this section, and the President may undertake such other measures as he may deem proper to prevent injuries and accidents to persons covered by this Act. Departments and other agencies of the United States shall keep such records of injuries and accidents to persons covered by this Act, whether or not resulting in loss of time or the payment or furnishing of benefits, and make such statistical or other reports and upon such forms as the Administrator may by regulation prescribe."

3. Under Reorganization Plan No. 19 of 1950, effective 24 May 1950, the functions and administration of the Act by the Bureau of Employees' Compensation were placed under the Secretary of Labor.

4. Section 35 of the Federal Employees' Compensation Act was further amended in 1960 (Public Law 86-767, 86th Congress, approved 13 September 1960) to provide that compensation costs be charged directly to each department or agency, such a provision being expressly intended to further the promotion of safety. Each year the Secretary of Labor advises the heads of the various agencies the total compensation costs for the preceding year on account of injuries or deaths of employees of that agency; the agency then is to include this amount in its budget for the following year, paying it when received over into the Employees' Compensation Fund. The amended section of the Act (5 U. S. C. 785(b)) reads:

"The Secretary of Labor shall, prior to August 15 of each year, furnish to each executive department and each agency or instrumentality of the United States or other establishment, having employees who are or may be entitled to compensation benefits under this Act or any extension or application thereof (hereinafter called 'agency'), a statement showing the total cost of benefits and other payments made from the Employees' Compensation Fund during the preceding fiscal year on account of the injury or death of employees or persons under the jurisdiction of such agency occurring after December 1, 1960. Each agency shall include in its annual budget estimates for the next fiscal year a request for an appropriation in an amount equal to such costs. Sums appropriated pursuant to such request shall, within thirty days after they become available, be deposited in the Treasury to the credit of the Employees' Compensation Fund. . . ."

In explanation of this provision, the report of the House Committee on the amendments (Report No. 1743, 86th Congress, 2nd Session) stated:

"The bill also includes a provision designed to further the promotion of safety in the various Federal agencies and establishments by requiring all Federal agencies to include in their annual budget estimates a request for funds to repay the employees' compensation fund for the costs of benefits paid during the preceding fiscal year on account of the injury or death of employees under the jurisdiction of each such agency. "

5. The Agency is excepted from these repayment provisions, its compensation costs continue to be paid by the Bureau of Employees' Compensation without reimbursement, but the intent of the legislation to promote safety still is applicable. After DCI approval of 25 March 1961, the Acting Director of Personnel on 10 April 1961 advised the Bureau of Employees' Compensation as follows:

"We believe that the disclosure of additional information called for under the provisions of Section 35(b) would involve a serious security situation for this Agency. Since the information which would be disclosed is of the type described in Section 6, P. L. 81-110 (1949), concerning the protection of intelligence sources and methods, the Director of Central Intelligence has determined that this Agency is unable to comply with the provisions of Section 35(b) of the Federal Employees' Compensation Act."

6. The Federal Safety Council, originally established in 1950 under a previous Executive Order, was re-established or continued by Executive Order No. 10990 of 2 February 1962, and the head of each department and agency was directed to designate a qualified representative as a member of such council. This Executive Order recited "the purpose of the Congress to reduce the number of accidents and injuries among Government officers and employees, encourage safe practices, eliminate work hazards and health risks, and reduce compensable injuries." It contains, among the other introductory clauses, the following:

"Whereas the preponderance of accidents involving employees in the Federal service occur in field operations, the heads of executive departments and agencies, and through them, their supervisory staffs, including regional and field staffs, must exert leadership in the establishment of a sound accident prevention program at both the national and regional level;..."

It ordered as follows:

"Section 1. Establishment of Council. There is hereby established in the Department of Labor the Federal

Safety Council, hereinafter referred to as the Council. The Council shall be composed of a Chairman, to be designated by the Secretary of Labor, and one qualified representative of each of the several executive departments and agencies and of the municipal government of the District of Columbia (hereinafter referred to as members). The heads of the departments and agencies and the Board of Commissioners of the District of Columbia shall designate the members representing them, respectively, and may also designate suitable alternate members. The Secretary of Labor may, as he deems appropriate, appoint representatives of national or international unions, having Federal employees as members, to serve as consultants to the various committees established by the Council. The Chairman, members, alternate members, and consultants shall serve, as such, without compensation from the United States.

"Section 2. Purpose and functions of Council. The Council shall serve in an advisory capacity to the Secretary of Labor in matters relating to the safety of civilian employees of the Federal government and the municipal government of the District of Columbia and the furtherance of the safety program carried out by the Secretary pursuant to Section 33 of the Act. It shall advise the Secretary of Labor with respect to the development and maintenance of adequate and effective safety organizations and programs in the several departments and agencies of the Federal government and the municipal government of the District of Columbia and with respect to criteria, standards, and procedures designed to eliminate work hazards and health risks and to prevent injuries and accidents in Federal employment."

7. The Federal Fire Council was established on 20 June 1936 by Executive Order No. 7397, and by amendments in Executive Order No. 10257 of 25 June 1951 was placed in the General Services Administration. Representation on this Council appears to be permissive and advisable, rather than obligatory. The Executive Order, as amended, reads:

"1. The Federal Fire Council, hereinafter referred to as the Council, is hereby established in the General Services Administration, as an official advisory agency in matters relating to the protection of Federal employees and property from fire. The functions of the Council shall be performed under the direction and supervision of the Administrator of General Services.

"2. The Council shall have a governing body composed of the Commissioner of Public Buildings, who shall serve as Chairman; the Archivist of the United States; the Assistant Postmaster General in charge of the Bureau of Facilities; the Chief of Engineers, United States Army; the Chief of the Bureau of Yards and Docks, United States Navy; the Director of Installations... United States Air Force; the Director of the National Park Service; and the Director of the National Bureau of Standards...

"3. The members of this Council... shall be such officers or employees of the various departments and establishments of the Federal Government, and of the Government of the District of Columbia, as shall be designated by the respective heads thereof. Each department and establishment, and the Government of the District of Columbia, shall be entitled to one representative on the Council and such additional representatives as the governing body may determine.

"4. The Council is authorized to develop standards, procedures, and forms, and on request, to conduct surveys or such other investigations as may be necessary to determine what measures should be taken to safeguard life and property from the hazards of fire, including review of plans for new construction. The Council is also authorized to make such independent studies of Federal buildings and property as it may deem desirable from the standpoint of fire protection and to maintain a record of fire losses on Government property...."

8. The National Safety Council is a non-profit, non-commercial, membership association originally created in 1912 by private industry,

but chartered by the United States Congress by law enacted 13 August 1953 (67 Stat. 569; 36 U. S. C. Sec. 461 et seq.). Its objects and purposes are stated (at 36 U. S. C. Sec. 463) as follows:

"The objects and purposes of the corporation shall be - (1) to further, encourage, and promote methods and procedures leading to increased safety, protection, and health among employees and employers, and among children, in industries, on farms, in schools and colleges, in homes, on streets and highways, in recreation, and in other public and private places;..."

It is headquartered at Chicago, Illinois, where it has a large technical staff, develops safety standards and techniques, distributes a great amount of literature, sponsors national, state, and local congresses, and in general propagandizes safety in numerous ways. All departments and agencies of the U. S. Government enjoy the privileges of membership without paying annual dues, in lieu of which they purchase under a Federal Supply Service contract the Council's accident prevention publications at specified list prices. Representatives of government agencies participate on the Council's Board of Trustees and its Board of Directors, serve on its numerous committees, and attend its congresses.

TAB

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AGENCY REGULATIONS CONCERNING SAFETY

1. Under Headquarters Regulation [] on the Mission and Functions of the Office of Security, one of the functions with which the Director of Security is charged is stated as follows:

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"(r) Plan, develop, and conduct an Agency safety and fire prevention program for [] installations and furnish staff guidance and assistance for the development of similar overseas programs."

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2. Headquarters Regulation [] sets forth the Agency Safety Program; a copy of this is included as part of this TAB. It can be noted that the regulation recites the Executive Order direction to have such a program, and states that the one set forth is for Agency [] installations. It:

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a. Establishes the Safety Committee to assist the Director of Security in the execution of his safety responsibilities.

b. Provides for a CIA Safety Officer, stated to be responsible for recommending policies and practices; for conducting periodic drills, tests, surveys, and inspections; and for providing training, guidance, and assistance on specific problems.

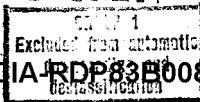
c. Charges Operating Officials with the designation of Area Safety Officers to supervise programs for their areas; advise their components on the use, storage, and disposition of dangerous materials; make periodic inspections of their areas; report to the Operating Official on unsafe practices in their areas; and investigate accidents and injuries in their areas, submitting reports of these to the CIA Safety Officer.

d. Makes all employees responsible for complying with safety requirements; notifying their Area Safety Officer of unsafe working conditions, and of all accidents.

e. States that guides to basic safety practices and requirements are given in Handbook []

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36. SAFETY PROGRAM

a. GENERAL

- (1) The heads of Government departments and agencies are directed by Executive Order 10194 to develop, support, and foster organized safety programs within their departments and agencies. This paragraph establishes a CIA Safety Program for [] installations to encourage safety practices, eliminate work hazards, and prevent or reduce the number of accidents and injuries involving Agency personnel, or incident to an Agency activity, or on premises under Agency control.
- (2) A Safety Committee is hereby established to assist the Director of Security in the execution of his responsibility for the Agency Safety Program. The Committee consists of designees of the following offices:

Chairman	Office of Security	Member	Office of Personnel
Member	Office of Logistics	Member	DD/P.
Member	Medical Staff	Member	DD/I

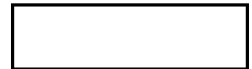
b. RESPONSIBILITIES

- (1) The Director of Security, who is responsible for developing and conducting the Agency Safety Program for [] installations, will designate the CIA Safety Officer.
- (2) The CIA Safety Officer is responsible for:
 - (a) Formulating and recommending to the Director of Security policies and practices for carrying out an effective Safety Program.
 - (b) Conducting periodic fire drills, tests, surveys, and inspections to ensure that the Safety Program is being properly carried out throughout the Agency.
 - (c) Providing training and technical guidance and assistance on specific problems, as required.
- (3) Operating Officials will designate Area Safety Officers (usually the Area Security Officer) responsible to them for:
 - (a) Supervising the safety programs for areas under their jurisdiction.
 - (b) Advising them on the proper use, storage, and disposition of dangerous materials.
 - (c) Making periodic inspections of all areas under their jurisdiction to ensure compliance with safety requirements and practices.
 - (d) Reporting to them, as necessary, unsafe practices and deviations from safety requirements within their areas of jurisdiction.
 - (e) Investigating accidents or injuries which occur in their areas and submitting reports thereon to the CIA Safety Officer.
- (4) All Agency personnel are responsible for:
 - (a) Complying with safety requirements and practices.
 - (b) Notifying the Area Safety Officer of unsafe working conditions.

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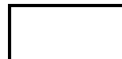
(c) Notifying the Area Safety Officer of all personal, vehicular, or other accidents which:

- (1) Occur on Agency property,
- (2) Involve Agency property, or
- (3) Involve Agency personnel while on duty.

(d) Developing and maintaining high personal safety standards in the interests of their own well-being and for the good of the Agency.

c. **PROCEDURES.** Handbook  1 shall be used as a guide to basic safety practices and requirements.

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GOVERNMENT WORK INJURY STATISTICS

1. Under the Federal Employees' Compensation Act, the U. S. Department of Labor publishes an annual report of "Federal Work Injuries" sustained during each calendar year. These reports are compiled by the Statistical Division of the Bureau of Employees' Compensation, come out in September of the following year, and are based on reports which all Federal Government departments and agencies submit. Under authority of its Enabling Act, the figures as to CIA are not given in these reports, although it is believed that its BEC costs are included in those for "All Federal Establishments." Costs for disability payments to Agency personnel are paid by BEC under classified arrangements established with such Bureau.

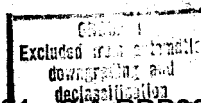
2. The manner of reporting is the standard one worked out by the Department of Labor, the Federal Safety Council, and the (non-Government) National Safety Council. It is that used in accident reporting and for safety statistics throughout government and industry. The explanations given as to the headings used are as follows:

a. "Total Cases" including both disabling and non-disabling injuries. (The latter are called "First Aid Accidents" in the Agency internal reports, and do not involve either lost time or costs in disability compensation.)

b. A disabling injury is defined as any occupational fatal or permanent injury, and any temporary injury which causes loss of time of one full day or more beyond the day of injury.

c. "Fatale" are work injuries resulting in death. But those listed in the reports are only ones which have been approved for compensation payments, and this figure does not include any deaths where either the claim has been disapproved or it is estimated that it will be disapproved.

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d. The "Days Chargeable" includes the American Standard time charges for fatalities and other permanent injuries. (This, for instance, includes a charge of 6,000 days for a fatality.) For open cases, that is, those still pending at the end of the year, there is included the estimate of future lost time.

e. The "Total Direct Costs" are the direct expenditures payable by BEC, value of sick leave with pay during disability, and the evaluated future cost of open cases.

3. FIGURES FOR ALL FEDERAL ESTABLISHMENTS:

Injuries sustained during Calendar Year:	<u>1959</u>	<u>1960</u>	<u>1961</u>
Total number of cases:	100,228	102,126	100,808
Non-Fatal Disabling Cases:	42,616	42,398	40,950
Fatalities:	161	242	189
Total Lost Days Chargeable:	2,552,586	3,029,161	2,763,784
Total Direct Costs:	\$29,908,185	\$36,131,992	\$35,353,035
Casualty Rates:			
Average Number of Employees:	2,413,741	2,451,784	2,463,017
Frequency Rate (Number of disabling injuries per million manhours):	8.5	8.4	8.0
Severity Rate (Number of days lost per million manhours):	508	594	539
Direct Cost per Employee:	\$12.39	\$14.74	\$14.35

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4. It is difficult to select from the listed Government departments and agencies those which might be somewhat comparable to CIA. This Agency has to be concerned with all phases of safety, for while it is chiefly an office-type activity, it performs an unusual great amount of ground and air travel; has overseas installations in a variety of types of geographical areas; and is engaged to a relatively small extent in the extra-hazardous activities involving warehousing, electrical and electronics work, chemicals, and ordnance.

5. State Department is similar in having overseas installations, but does not engage in all of the activities which concern this Agency. FBI has numerous domestic field offices, but is a combination of office-type activities and its special law enforcement work. The civilian employees of the elements of the Department of Defense are engaged in great proportion in various types of industrial activity, and have many people in ordnance handling. The Department of Commerce has its special hazards in the Coast and Geodetic Survey, and the Department of the Interior its special safety problems in forest work, etc.

6. All organizations have some special hazardous fields of work. But, considering that there cannot be any exact comparison, the following are the 1961 Casualty Rates for some of the departments and agencies:

	No. of Employees	Accident Frequency Rate	Accident Severity Rate
(All Govt.)	(2, 463, 017)	(8.0)	(539)
State Dept.	38, 574	1.7	377
FBI	13, 600	2.9	59
AEC	6, 855	2.7	43
Army	390, 080	4.4	413
Navy	335, 220	4.2	677
Air Force	305, 019	7.0	460

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	No. of Employees	Accident Frequency Rate	Accident Severity Rate
Agriculture	94,395	11.9	1,633
Interior	54,850	10.0	1,124
Commerce	30,498	5.8	439
FAA	42,372	3.9	653
GSA	30,053	7.0	249
NASA	17,444	3.0	453

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TAB

SECRET**AGENCY WORK INJURY STATISTICS**

1. The CIA Safety Officer prepares an annual report of "Accident Statistics For CIA Headquarters Area." A copy of this report for the calendar year 1961 is included in this TAB. These reports have covered only the accidents and injuries reported to him by the Medical Staff and the Office of Personnel, and include only those in the Washington Headquarters Area; they have not included any accident or injury cases at [] overseas field installations. (The report for 1962 presently is in preparation and will not be complete for some time.)

2. Similar reports for 1960 and 1961 (but not before that)

[]	[]	
[]	[]	[]
[]	[]	[]

3. These reports by the Safety Officer, now accompanied by those from [] are submitted to the Director of Security, and by the latter to the Deputy Director (Support).

4. The statistics for the Headquarters Area so reported for the past several years have been as follows:

NUMBER OF ACCIDENTS:

	<u>First Aid Accidents</u>	<u>Lost Time Accidents</u>	<u>Total Accidents</u>
1957:	419	55	474
1958:	222	42	264
1959:	236	42	278
1960:	206	50	256
1961:	256	37	293

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SECRET**DAYS LOST CHARGEABLE TO ACCIDENTS:**

1957:	425 days
1958:	561 days
1959:	244 days
1960:	437 days
1961:	525 days

ACCIDENT FREQUENCY RATE:

(Number of accidents per million manhours;
compared with reported rate for all Govern-
ment establishments)

	<u>CIA Headquarters Area</u>	<u>All Government Establishments</u>
1957:	2.9	8.3
1958:	2.2	8.1
1959:	2.4	8.5
1960:	2.8	8.4
1961:	2.0	8.0

ACCIDENT SEVERITY RATE:

(Number of days lost per million manhours;
compared with reported rate for all Govern-
ment establishments)

1957:	19.0	529.0
1958:	29.7	501.0
1959:	13.6	508.0
1960:	24.6	594.0
1961:	28.5	539.0

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SECRETACCIDENT STATISTICS FOR CIA HEADQUARTERS AREA
1901

First Aid Accidents	290
Lost Time Accidents	37
Total Accidents	293
Days Lost (or charged) Due to Accidents	225

FREQUENCY AND SEVERITY STATISTICS

	HQ 1901	HQ 1900	OTHER AGENCIES 1900
ACCIDENT FREQUENCY RATE	2.0	2.8	0.4

Formula:

$$\frac{\text{Number of Accidents} \times 1,000,000}{\text{Number of Man Hours Worked (estimated)}}$$

ACCIDENT SEVERITY RATE

20.5

24.0

594

Formula:

$$\frac{\text{Days Time Lost by Accidents} \times 1,000,000}{\text{Number of Man Hours Worked (estimated)}}$$

<u>First Aid Accidents</u>		<u>Time Lost (or charged) Due to Accidents</u>	
Type	% of Accidents	Type	% of Time Lost
Falls	28.9	Lifting	1.0
Careless handling of file		Industrial	1.9
Files and office equipment	18.7	Falls	2.0
Industrial	23.0	Motor Vehicle (collision,	
Cuts and abrasions due to		Careless handling of file	
minor cutting accidents	9.4	Files and office equipment	2.0
Lifting	7.8	Miscellaneous	.7
Falling and flying objects	2.3	Cuts and abrasions due to	
Motor Vehicle (noncollision)	2.0	minor cutting accidents	.7
Miscellaneous	4.7	Falling and flying objects	2.3
Athletics	.8		
Dermatitis	.4		
Motor Vehicle (collision)	1.2		
Burns	.8		

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OFFICE ANALYSIS OF ACCIDENT STATISTICS
1961

OFFICE	First 10 Accidents	% of First 10 Accidents	Los. Time Accidents	Days Time Charged	% of Time Charged
DCI					
O/DCI	3	1.2	-	-	-
Cable Sec.	1	.4	-	-	-
Sub Total	4	1.6	-	-	-
DD/S					
O/DDs	1	.4	-	-	-
OL	81	31.6	8	28	5.3
OC	9	3.5	1	4	.8
OS	11	4.3	4	9	1.7
OTR	8	3.1	1	4	.8
OP	13	5.0	3	10	1.9
Compt.	6	2.3	1	2	.4
MS	1	.4	-	-	-
Sub Total	135	52.0	18	57	10.9
DD/I					
OSI	4	1.6	-	-	-
OCR	15	5.8	5	21	4.0
OO	4	1.6	1	2	.4
ORR	20	7.5	2	28	5.3
ONE	2	.8	-	-	-
OCI	7	2.7	-	-	-
NPIC	2	.8	1	4	.8
OBI	2	.8	-	-	-
Sub Total	55	21.9	9	55	10.5
DD/P					
AF	1	.4	-	-	-
SR	6	2.3	-	-	-
TSD	10	3.9	1	2	.4
CI	3	1.2	1	1	.2
FI	4	1.6	-	-	-
NE	3	1.2	1	10	1.9
IO	2	.8	-	-	-
WE	2	.8	-	-	-
CCS	2	.8	-	-	-
FE	10	3.9	3	371	70.7
EE	3	1.2	-	-	-
CA	1	.4	1	20	3.8
WH	3	1.2	1	3	.6
25X1A	4	1.6	-	-	-
OPSER	7	2.7	2	6	1.1
Sub Total	51	24.0	10	413	78.7

TOTAL

256

100.+

37

525

100.+

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U. S. DEPARTMENT OF LABOR

OFFICE OF THE SECRETARY

WASHINGTON

JUL 23 1962

Honorable John A. McCone
Director of Central Intelligence
Washington 25, D. C.

Dear Mr. McCone:

In order to carry out the President's instructions to us with respect to the safety of Federal employees, we need your cooperation in two matters.

First. The preponderance of injuries to Federal employees occurs in field operations and installations. From the enclosed Executive Order, you will note that the President has stressed this fact by including for the first time, field affiliates as part of the Council's organizational structure. As a result, the Federal Safety Council is giving priority to the establishment of sound accident prevention programs in field installations. To carry out this objective your personal assistance is needed. If you have not already done so, it will be helpful if you can reaffirm your agency's support of the Federal Safety Council in a message to your field establishments.

Second. The 17th Annual Federal Safety Conference will be held in Chicago, October 29-31. This meeting which brings together Federal safety personnel from all over the country affords an excellent opportunity for discussion of safety problems, exchange of ideas, and bringing to the field staffs not only answers to their problems but evidence of the support which their safety work is receiving from top management in Government. I hope that you and other agency heads will authorize your Washington and field staffs who share responsibility for your safety work to attend this conference.

STATINTL [redacted] serves as your principal representative on the Council. Detailed information on the conference program will be sent directly to him.

On behalf of the Federal Safety Council, I wish to assure you that the support which you and officials of your agency are giving to accident prevention in the Federal Service is appreciated. I know of no better way to achieve the goal which the President has laid down for us than by the personal support each one of us can give the Council.

Yours sincerely,

Secretary of Labor

Enclosure

TAB

ELEMENTS OF A SAFETY PROGRAM

A Guide for

FEDERAL AGENCY SAFETY PROGRAMS

FEDERAL SAFETY COUNCIL

Washington, D.C., 1960

ELEMENTS OF A SAFETY PROGRAM

A Guide for FEDERAL AGENCY SAFETY PROGRAM

FEDERAL SAFETY COUNCIL
Washington, D.C.

FOREWORD

"ELEMENTS OF A SAFETY PROGRAM" was prepared by the Federal Safety Council to aid Federal departments and agencies in establishing and conducting programs for the prevention of accidents which result in manpower and monetary losses.

The recommendations in this booklet will be helpful not only to those agencies desiring to establish safety programs but also to agencies wishing to measure existing safety programs against the recommended elements. Much of the information in this publication is applicable at all agency levels—headquarters as well as to field establishments.

This publication was the result of the combined efforts of a group of dedicated safety men, drawn from the Coordinating Committee and Operating Divisions of the Council. It was through their efforts that the project proceeded from the idea stage through the many drafts to its final release. If these "Elements" serve as planned, their contribution to Federal employee safety will be most significant.

A. W. MOTLEY, *Chairman*

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ELEMENTS OF A SAFETY PROGRAM

I. INTRODUCTION

Authority To Establish a Program

The following public laws provide authority for establishing a comprehensive accident-prevention program within all Federal Government departments and agencies which will result in the establishment, supervision, and direction of an organized effort, encompassing all operations and activities, to reduce and to keep to a minimum the wastage of manpower, materials, and other direct and indirect monetary losses caused by accidents.

- a. Public Law 601, 79th Congress, Title IV.
- b. Public Law 658, 79th Congress.
- c. Public Law 324, 80th Congress.
- d. Public Law 357, 81st Congress, Title II.
- e. Public Law 766, 83d Congress.

Scope of Application

Safety programs must insure continuing aggressive accident-prevention effort at all levels of organization, at all locations where Federal personnel are employed, Government equipment is utilized, or property is owned by, or is under the control of, the U.S. Government. Likewise, the same preventive effort must apply to motor vehicle and aircraft operations, fires, explosions, building collapses, marine disasters, and other accidents which occur as the result of equipment or personal failure, or other causes resulting with consequences as follows:

- a. Injuries to Federal personnel arising out of, or in the course of, employment.
- b. Damage to Government equipment, materials, or property.
- c. Injuries to non-Government persons or damage to privately owned property when incident to an activity of, or on the premises under control of, the U.S. Government which might result in

claims against the Government, or in unfavorable public relations.

Appraise Past Accident Experience

Prior to establishing an accident-prevention program, it is necessary to evaluate the present performance as well as past experience to ascertain where, when, and how often accidents have occurred, in order to develop methods and plans for corrective action. All factors must be judged individually and carefully considered. When this evaluation or analysis is completed, the course of action necessary for management should be evident.

Safety Policy Statement

Management must express its feelings toward accident prevention by a statement of policy to all levels of supervision and to all other personnel. This policy must be clearly set forth in writing and brought to the attention of all concerned.

II. RESPONSIBILITY

Management

Headquarters and Departmental

The head of each Federal department or agency is responsible for the overall staff supervision of the agency's safety program. In order to discharge his responsibility for the implementation of the established safety program, he should:

- a. Designate a staff division of his office to exercise supervision of the agency's safety program. This is a direct responsibility of the head of each Federal department and agency and should be similarly established in the major suboffices and branches.
- b. Provide sufficient personnel for a continuous enthusiastic, aggressive and comprehensive safety program for the major suboffices and branches, and such other installations and activities for which he has responsibility of safety-program supervision.
- c. Designate authority to someone on his staff to act for him when necessary in the discharge of safety responsibilities. This individual, or his assistant, should have previous industrial or traffic safety experience or both.
- d. Provide qualified safety inspectors to make inspections of offices, suboffices, branches, installations, and activities under his jurisdiction.

diction, with the necessary statistical and clerical assistance for followup action where indicated.

- e. Frequently review the activities, accident experience, trends and hazards at all suboffices, branches, and installations under his jurisdiction to insure conformance with the current safety program requirements.
- f. Provide the necessary funds for travel and other expenses, including central procurement of safety promotional materials, in connection with field safety assistance by headquarters safety personnel and for necessary conferences of staff, operating, and safety personnel.

Divisional and Field Activities

At each establishment there should be but one safety program, the current safety program for that specific Federal department or agency. This program should have two phases, general and specific. The general phase will be repetitive and continuous and slanted toward eliminating conditions which cause the majority of accidents. The specific functions should be specialized in character and aimed at determining and correcting hazards which are normally associated with specific operations. The object of the general phase of the program is the elimination of accidents occurring with a significant frequency and assignable to a particular agency, unsafe act, or unsafe condition, and of accidents which are concentrated in any particular area or section of the establishment. This phase of the safety program is broad in scope and includes :

- a. Safety committee meetings.
- b. Prevention inspections aimed at the correction of day-to-day unsafe conditions and practices.
- c. Employee training programs.
- d. General use of educational bulletins, posters, handouts, cards, safety films, etc.
- e. Accident cause investigation.
- f. First-aid training.

Supervisory Management

Each head of a major office, branch, or suboffice is responsible to the head of the Federal department or agency concerned for the safety of his office, branch, or suboffice. Each should take aggressive leadership in the safety activities of his establishment and comply with all agency safety requirements, rules, and regulations, and take an active part in the safety program of the establishment.

Safety Personnel

Each head of a major office, branch, or suboffice should designate a safety supervisor. The designee should be qualified to supervise the safety activities at the establishment and to perform the duties assigned to him by the head of the office. He should be responsible directly to the head of the establishment, and for continuing interest in the success of all phases of the safety program.

Supervisors

Each supervisor should consider the prevention of injuries to employees under his jurisdiction to be as important a phase of his job as the quantity and the quality of production. To this end, he should train his men to work safely, supervise them closely, correct unsafe acts and unsafe mechanical and physical conditions, enforce safety regulations, investigate accidents, and take all other action necessary to insure the safety of employees. The success of a safety program depends upon the supervisor's enthusiastic participation in the organized safety effort.

Employees

Employees should follow safety instructions and use all personal protective equipment and protective devices provided for machinery, equipment, tools, and processes. Each employee should intelligently strive to develop safe working habits by following established safe practices, rules, and regulations, thus protecting himself and his fellow workers from injury and preventing damage to materials, equipment, and facilities. Employees should be encouraged to contribute any suggestions which may assist in the effort to prevent accidents, and otherwise take an active part in the safety program.

III. ORGANIZATION

Safety Personnel

The Program Administrator:

- a. Under the administrative direction of the executive head of the department or agency, or one of his principal deputies, has responsibility for directing a comprehensive and continuous accident-prevention program, supervising such technical and administrative personnel as are required to carry out the program.
- b. Exercise staff supervision over bureau safety organizations. Reviews and evaluates the advance annual accident-prevention program from each bureau and correlates these with the department program.

- c. Establishes measures for evaluation of the effectiveness of bureau and department safety programs; establishes guides and procedures for applying accident-prevention techniques and practices to all operations and in operating and training procedures and manuals.

The Safety Engineer:

Will be concerned with the application of basic engineering principles for use in the control of physical conditions and operating practices, with the objective of eliminating injury to persons and damage to property. Such a person could be placed in charge of a safety program, carrying the added title of safety director, or he could be designated as one of the safety administrator's staff assistants.

The Safety Inspector:

His principal concern will be with the inspection of areas, buildings, structures, equipment and operations for the purpose of determining application of appropriate safety standards and practices. Usually serves under the direction of an engineer or safety program administrator.

Collateral Duty:

The head of each operating unit is delegated the responsibility of incorporating safety into every part of the day-by-day activities. This is in addition to his regularly assigned duties.

Safety Committees

1. *The Executive Committee:* Should include key executives of the department or agency who have maximum knowledge of policy and procedure. Included in their membership should be the executive head of the department or agency, or one of his principal deputies.
2. *The Operational Committee:* Should include key executives of the bureau or division having knowledge of policy and procedures. Operational committee members should have access to the executive committee, so findings and recommendations will receive prompt attention. This is usually accomplished by appointing the operational committee chairman as a member of the executive committee.
3. *Shop or Division Committee:* The committee should be made up of employees under the chairmanship of a supervisor. Recommendations and suggestions should be referred to the next highest committee, where they should receive consideration.

IV. PLANNING AND PURCHASING FOR SAFETY

The Site

While the final selection of a building or facility may not be the determination of the agency concerned, it should be recognized that the location of a facility may have an important bearing on the safety of operations. Natural hazards of the land will require special provisions. Transportation problems to and from the job will differ in each locality. Even the disposal of waste or the isolation of hazardous activities are matters which deserve careful review when planning the location of a building site. Every effort should be made to see that future safety problems are anticipated in the planning stage.

The Structure

It is essential to consider the effect of design and construction on the safety of personnel. For example, will the building accommodate future expansion needs? Have floors been designed to carry maximum loads? Are stairways, handrails, ramps, and floor surfaces planned for maximum safety? If hazardous processes are anticipated, what about proper ventilation or the safe storage of materials? Good lighting is fundamental to every type of operation. These and many similar questions need to be explored when considering the suitability of any structure.

The Facility Layout

1. A substantial volume of accidents can be traced directly to improper layout of operations. Whether office functions or industrial type activities, certain basic problems of layout and arrangement must be solved. Particular attention should be given to materials handling and traffic patterns.
2. Ideally, a good layout should prevent bottlenecks in the workflow. It should allow enough space for safe operation of machines and the storage of materials in all stages of process. In addition, the safe movement of personnel and materials must depend upon defined aisle spaces properly marked or identified. The placement of desks, files, etc., deserve initial consideration if future accidents are to be avoided. There are well known and accepted standards which can serve as guides in planning an efficient layout. Their use will save time and money, and prevent accidents.

Facility Equipment

1. Most items of equipment are, at some time, directly or indirectly connected with an accident. A few guiding principles should be kept in mind when considering the safety of equipment. If machines need guarding, include this protection in your purchase specifications. It

is more efficient and less costly to have the manufacturer build safety into the machine than to make expensive changes after equipment is installed. Similarly, when items are bought on "price," consider what an accident may cost. A typical case might be the choice between a wooden or metal cabinet. Wood may be cheaper, but will excessive wear create hazards from splinters or rough surfaces which metal might prevent? The extent of repair or maintenance needed to keep equipment safe is also a problem which management must consider.

2. In addition to general equipment hazards, other problems may require special safety equipment designed to control hazards. Local exhaust ventilation would be one example. Warning devices for atmospheric contamination would be another. Special shields around work areas, emergency firefighting equipment, and such items as non-sparking tools, illustrate some of the less common problems of equipment safety.

Personal Service Facilities

1. Sanitary washing and toilet facilities are required in all cases. Drinking water must be made available in suitable locations. The need for locker rooms and eating places will vary with the nature of the establishment's operation or location. Under certain working conditions emergency showers, special soaps, changes of clothing, and other facilities may be indicated.

Protective Equipment and Supplies

1. The first objective should be to make the equipment, layout, and processes as safe as possible through good engineering design and built-in safeguards. Then, should it be necessary, consider obtaining special protective equipment or supplies. Goggles, a familiar sight on many jobs, may be eliminated by better control of the hazard at the point of operation. There will always be some instances where personal protective equipment is required. To determine the proper type, each job must be studied before deciding on some likely item of protection. Whether it is necessary to furnish eye, ear, head, face, or other body protection can only be determined by competent safety or industrial hygiene personnel after a study of each activity.

2. Whether the solution includes simply a pair of heavy gloves or a special sandblaster's helmet—always keep in mind that protective equipment is justified only when the job hazard cannot be eliminated by other means.

V. ACCIDENT REPORTING AND ANALYSIS

Forms and Their Uses

1. The Accident-Report Forms

The Bureau of the Budget has promulgated accident-report forms for use in connection with agency-sponsored, accident-prevention programs. Use of the forms is optional with each agency electing to use the forms, issuing its own rules covering their preparation and routine.

The purpose of the forms is to provide a comprehensive record of the occurrence of work accidents involving agency personnel or agency operated vehicles. Analyses based upon these reports can indicate the circumstances which commonly lead to accidents in the agency and provide a measure of the success of the agency's safety program.

2. Bureau of Employees' Compensation Forms (CA series)

These forms are required to establish an injured employee's rights to compensation or medical treatment, or to establish his dependents' rights to benefits in case of his death from a work accident. The employing agency is responsible for the completion and submission of these forms to the BEC. This obligation includes advising the injured employees, and/or their beneficiaries, of the reporting requirements affecting them and seeing to it that these requirements are carried out. In addition to their use in the administration of employees' compensation, these forms, particularly Form CA-2, constitute the basis for agency and Government-wide injury statistics compiled by the Bureau of Employees' Compensation.

3. Tort Claims Forms (Standard Forms Nos. 91, 92A, 94, and 95)

These forms, promulgated by the Bureau of the Budget in Budget Bureau Circular A-5, Revised, are designed for reporting accidents which occur on Federal premises or which involve Federal personnel, Federal materials, or Federal equipment, and which result in injury to any member of the public or damage to non-Federal materials or equipment. Their purpose is to provide the information necessary to establish and settle claims against the Government under the Tort Claims Act. They are legal documents and may be used in court proceedings. Their preparation and routing within each agency should be in accordance with instructions approved by the Solicitor or chief legal officer of the agency.

Investigation Report

1. To be fully effective for accident-prevention purposes, the information reported must be accurate and cover all circumstances associated with the accident being described. The person preparing the report should verify each recorded fact, by personal observation, if

at all possible. He should obtain statements from all persons involved in the accident, and from all witnesses, and should check all inconsistencies or unexplained circumstances. He should not be satisfied simply with what happened, but should endeavor to determine why it happened. Finally, in entering his findings upon the form, he should not assume that anything is obvious, but should include all pertinent information, no matter how self-evident it may seem to be, which in any way supports his conclusions or adds to the completeness of his story.

2. Designated safety personnel should participate with the supervisor in investigating all serious accidents, and should conduct supplementary investigations of as many minor accidents as possible.

Statistics and Their Application

1. Injury-frequency-rate statistics are measures of injury incidence. Their primary purpose is to indicate, by comparison with the rates of other similar activities, whether the injury record of a particular operating unit is good, bad, or average; and secondly, to indicate, by comparison with previous rates for the same activity, whether or not the injury record for that activity is improving. The significance of injury rates depends in large measure upon the extent of coverage included in their computation, i.e., the number of employee-hours worked in the unit for which the rate is computed. To afford the most significant comparisons, injury-frequency rates for operating units with fewer than 500 employees, should be computed only on an annual basis. Agencywide injury-frequency rates and measures of direct cost computed on an annual basis are available from the Bureau of Employees' Compensation. For internal control purposes, however, each agency should compute injury rates for each of its major operating units, divisions, installations, facilities, etc. To insure comparability, the provisions of the American Standard Method of Recording and Measuring Work Injury Experience (Z16.1) should be followed in computing the rates. This standard may be obtained from the American Standards Association, 10 East 40th Street, New York 16, N.Y.

Accident statistics consist of summaries of the facts relating to the occurrence of accidents in a particular agency or operating unit. When the number of accidents is small, these data can be presented most effectively in a simple listing showing for each accident the essential facts relating to its occurrence. When the volume of accidents is large (100 or more), summary tabulations in which similar circumstances and events are classified and presented as totals are preferable. The facts to be listed or tabulated for each accident may vary from time to time in order to emphasize specific hazards or particular accident-prevention activities. As a minimum, however, the

records should include data on accident type, and agency of injury. Other significant data, which may be tabulated regularly, or on occasion, includes such items as hazardous conditions, unsafe acts, activity at time of injury, nature and extent of injury, and part of body injured.

The purpose of these accident data is to present in summary form a picture of the accident experience of the operating unit in terms of the kinds of accidents that occur, the circumstances associated with the occurrence of those accidents, and the results of those accidents. From these summaries can be obtained clues as to the kinds of accident-prevention activities that are most needed.

VI. SAFETY SURVEYS OR INSPECTIONS

Purpose

An accident-prevention program has many requirements for periodic audits to ascertain whether all aspects of the program are effectively carried out. Safety surveys and inspections are considered essential in a safety program. Few people realize the actual and potential unsafe conditions that exist and are found during an inspection.

Inspections are made to:

- a. Assist management in carrying out its responsibility in accident prevention.
- b. Check the effectiveness of the established policies and procedures.
- c. Observe physical, mechanical, and operational processes to prevent personal injury and property damage.
- d. Recommend to management, department heads, and supervisors appropriate remedial measures that will correct deficiencies.

Inspection Procedure

Planning

- a. Safety inspections to be most effective should be productive, practical, and constructive; otherwise, the inspection procedure can degenerate into criticism and faultfinding.
- b. Surveys made without having engaged in prior planning or preparation will not be too productive. Much time will be saved, and better results obtained from inspections, if the following preliminary steps are taken.
- c. Assemble beforehand all the pertinent facts concerning the area to be inspected. Accident records and reports of previous inspections should be considered. Acquire a comprehensive knowledge, or at least a good working knowledge, of the operations, processes, and materials used.

Types of Inspections

- a. *General*: An all-inclusive survey of a safety program—from management participation down to the worker level.
- b. *Specific*: Specific inspection is directed to a particular phase of the program. It could consist of unsafe practices, housekeeping, protective equipment, safeguards, equipment layout, ventilation, sources of dusts, gases, fumes, and others.

Who Makes Inspections?

- a. Agencies, regardless of size, should establish and maintain a system of safety inspections, suited to specific conditions. Agency safety engineers, inspectors, and safety committees are in position to uncover hazards, improper attitudes, and other deficiencies because of their familiarity with the agency's operations and personnel.

When Should Inspections Be Made?

- a. Safety inspections should be conducted on a scheduled basis. The frequency made depends on the accident experience and potential hazards.

How Should Inspections Be Made?

- a. An inspector should be friendly and discreet. He should never order, he should recommend.
- b. Inspections should be conducted systematically. For example: by departments, by process flow or operations, or by area.

What Should the Inspector Look For?

- a. The safety inspector must of necessity develop an inspection procedure which will assure him a full understanding of each situation.
- b. The use of checklists will guide and assist the inspector.

Reports

A safety inspection is not complete without a written report to department heads.

VII. PROGRAMING

Placement

Safety education begins in the placement process. Preemployment physical examinations are part of the selection procedure in most activities. These examinations determine the kind of work or job in which the employee may be placed. Upon actual placement

the immediate supervisor has the responsibility to point out the safety hazards and instruct the new employee in accident prevention.

Job Analysis For Safety

A job analysis is an accurate study of the various components of a job. It is concerned not only with an analysis of the duties and conditions of work, but also with individual qualifications of the worker.

Training For Safety

Indoctrination

The proper indoctrination on the job by the supervisor of the new employee is necessary. The average employee does not instinctively follow methods which protect him from injury.

Supervisor—Instructor

Foremost in importance in setting up a program for accident-prevention education is the selection of the right people to inaugurate the program. A thorough knowledge of safety and the ability to instruct others in safety are equally necessary for effective training results. Teaching is not simply putting out facts and information. It is of primary importance that the instructor should have a knowledge of teaching methods, and that he effectively utilize the "tools of teaching." The instructor should be able—

1. To understand how employees learn, and to be familiar with the methods by which new ideas and habits are acquired.
2. To be responsible for the safety of his learners while they are under his jurisdiction, whether on the job or in the classroom.
3. To break down jobs into simple operations.
4. To know how his learners perform, following up to determine the effectiveness of the instruction.
5. To be fair and impartial in dealing with learners.
6. To know the policy and the aims of the safety training program.
7. To analyze the safety problem to be taught and to arrange the material in the order of learning difficulty.
8. To sell the services of the safety program to all divisions of the activity.

Effective instruction cannot be achieved without the attention of the learner :

1. *Prepare* the learner for the lesson.
2. *Present* the subject matter using as many avenues of learning as possible.
3. *Apply* the subject matter of the lesson to practical use.
4. *Test* the learner to find how effective the teaching has been.

On-the-Job Training

In addition to education designed to make them alert to hazardous conditions, employees also require training in safe practices. The average worker does not instinctively follow methods which protect him from injury. The correct procedures must be drilled into him by careful instruction by his supervisors, until the habit pattern which is developed contains no unsafe practices. To do this, the job should be broken down into readily learned elements, and each of these taught in sequence, one element at a time. The job instruction techniques should include both telling and showing the learner how to do the job element, with emphasis on safe practices as well as quality points to be considered. The learner should then attempt to do the job element in the presence of the instructor. Any mistakes he makes should be corrected, until the proper habit pattern is developed.

Each additional job element is taught as a component of the whole job, by requiring the learner to perform all previous elements each time he attempts to learn the next one in sequence. When all the components have been mastered by the learner, the instructor puts him on his own, but checks up on him frequently to be sure he is developing the desired habit pattern. Periodic checks should be made on all employees, to be sure their work habits do not include unsafe practices.

Educational Activities

1. Safety Meetings

Many organizations hold safety meetings at regular scheduled intervals. These meetings serve an excellent purpose in developing an understanding of the importance of safety. These meetings must be well programed if they are to be effective. Attendance by line supervision at safety meetings should be mandatory. The safety engineer has a job of keeping real interest in the safety program. Supervisors are the key to effective safety practices in the total operation. Employees will pay little attention to safe practices unless the supervisor shows his interest in their observance. Good communications can contribute a great deal to the success of the safety programs. The better the safety meetings are organized the better the communications. The size and type of organization will determine the number and kinds of safety meetings. Standup meetings conducted by the immediate supervisor are effective.

2. Films

The proper use of good films on safety has value. Caution must be exercised not to use films as the core of the safety program. Films must be considered only as aids.

3. Contests

"Contests" between one part of the activity and another have been found to be effective in some cases.

4. Safety Rules

A technique used to educate workers and supervisors in safe practices is the publication of safety rules, which must be adhered to by the employees concerned. These lists are usually confined to hazardous operations, since they otherwise become so long and detailed that their effectiveness in accident prevention is lost. The safety rules pertaining to a given operation are frequently included in the standard instructions. In writing rules, remember that those expressed in a positive sense are more effective than those which are expressed negatively.

VIII. MOTOR-VEHICLE SAFETY

General

Motor-vehicle accidents cause extensive loss of personnel, equipment, time, and money throughout the Federal Government. They are responsible for disproportionate numbers of deaths, injuries, damages, and claims against the Government.

Accident reductions and important economies are realized when agencies vigorously employ standard procedures for the prevention of traffic accidents.

These program elements apply to prevention of all motor-vehicle accidents involving Federal vehicles or personnel.

Program Elements

1. *Driver Testing:* Every driver, whether assigned or part time, civilian or military, should be periodically subjected to a series of driver tests.

2. *Driver Training:* Training of drivers should be based on test findings and comprehensive indoctrination.

3. *Vehicle Maintenance:* Teamwork is needed between the driver, the shop, and the supervisor. Preventive maintenance is the keystone of a successful vehicle safety program.

4. *Incentives:* Praise and commend good performance. Present appropriate recognition or award to qualified safe drivers. Use letters of commendation. Encourage suggestions. Put a premium on safe performance. Publicize outstanding performance.

5. *Enforcement:* To obtain compliance with traffic regulations, be fair, but firm. Be consistent. Certainty of punishment is more important than severity. Cooperate with law enforcement officers.

6. *Cooperation*: If you don't know the answer to a traffic safety problem, get help!

7. *Accident Reports*: Good accident reports provide the surest guide for preventing future accidents.

8. *Accident Analyses*: Each accident should be scrutinized to ascertain specific driving failures and supervisory failures that may have contributed to the accident. All accidents should be grouped and analyzed to determine salient facts.

9. *Driver's History*: Driver's record should be maintained in a working file, showing qualifications, test findings, type of license, arrests, accidents, training courses completed, corrective action taken, and other essential data.

10. *Accident Investigation*: The accident investigation should be a cooperative enterprise of factfinding, directed at helping the individual by all the principles concerned.

11. *Engineering*: Engineering surveys of local traffic hazards are essential to develop necessary corrective action. Spot maps, traffic flow charts, and time studies are vital to the accomplishment of effective traffic engineering.

IX. OCCUPATIONAL HYGIENE AND HEALTH

The application of established principles and standards for the preservation of health and the prevention of occupational injury and disease is essential to the efficiency and maximum effectiveness of Federal personnel. The many types of operations, required of Federal employees as part of their routine duties, involve exposure, in varying degree, to health hazards associated directly with the occupation. This fact, plus the ever-growing complexity of technology in many Federal agencies, requires a comprehensive approach to the prevention and control of the adverse effects of the working environment.

An occupational health program requires definitive action by medical service personnel as well as by safety personnel. Basically, the program consists of three integrated activities, including:

1. *Clinical Procedures*: Preplacement examinations; periodic physical examinations to insure continued job fitness; diagnosis and treatment of occupational disease and injuries; and the treatment of nonoccupational illnesses and injuries in accordance with applicable directives and existing facilities.

2. *Environmental Safeguards*: Inspection of health hazards; substitution of less toxic materials for hazardous ones; design of

control measures; provision of protective clothing and equipment; and maintenance of sanitary working environments.

3. *Health Education*: Includes the provision for information relative to specific job hazards and precautionary measures needed for prevention of injury, illness, or disease.

Recognition of this responsibility and authority for implementing the program is found in Public Law 658, 79th Congress.

X. FIRE PREVENTION

The term "fire prevention" refers primarily to measures directed toward avoiding the inception of fire. It does not include measures employed in extinguishing fires.

An effective fire-prevention program is dependent upon :

1. Education of personnel to instill a constant fire-safe attitude.
2. Operations planning to remove all possible fire hazards.
3. Regular fire-prevention inspections and prompt corrective action.

Each person acting in a supervisory capacity should be thoroughly conversant with the fire hazards of the operations for which he is responsible and for the training of his employees in the recognition of these hazards.

The main fire causes are matches and smoking, electrical equipment and wiring, overheated surfaces, spontaneous heating, static electricity, hazardous chemicals and metals, lightning, explosive atmospheres, welding sparks, and open fires.

Good housekeeping, proper rubbish disposal, fire-resistant construction, firebreaks, fire aisles and exits, flameproofed materials, use of flame permits, and temperature controls are some of the controlling factors which may be required.

Fire prevention involves the interest and efforts of all personnel. Responsibility should be clearly delineated to accomplish the three basic phases (listed above) necessary to achieve an effective fire-prevention program. Proper coordination is then required between responsible offices.

TAB

PBS P 5900.2 CHGE 1
December 20, 1961

1. OFFICE BUILDINGS					
Target Frequency for Technical Surveys of Office Buildings.					
Type of Building or Space	Target Frequency Related to Net Assignable Square Feet				
	One Year*	Two Yrs.*	Four Yrs.	Ten Yrs.	No Scheduled Requirement
a. GSA Operated including Government-owned, lease-purchase, and leased property	100,000 or more	10,000 to 100,000	Less than 10,000	—	—
b. Leased-Owner Operated	1,000,000 or more	25,000 to 1,000,000	10,000 to 25,000	—	Less than 10,000
c. Government-Owned when GSA has only R&I responsibility	1,000,000 or more	25,000 to 1,000,000	10,000 to 25,000	Less than 10,000	—
*That portion of a building occupied as ordinary office space does not require individual inspection more frequently than once every four years.					
2. WAREHOUSES AND RECORD CENTERS					
a. Annual technical surveys are required by HB, Fire Prevention and Fire Protection for Warehouses, (PBS P 5920.3) of all GSA operated facilities and commercial warehouses containing material for which GSA is accountable.					
b. Facilities operated by another Federal agency and storing GSA material shall be inspected when requested by the Regional Director of the service involved.					
3. OTHER OCCUPANCIES. Facilities housing other occupancies such as laboratories, hospitals, motor pools, shops, heating plants and quarters shall be evaluated by the Chief, Protection Branch as to the level of hazard to personnel and property and inspections scheduled accordingly. The target schedule for any high hazard locations subject to frequent change shall be not less than yearly. High hazard locations not subject to frequent change shall be scheduled at least each two years. In no case shall the target schedule for any facility be less than that prescribed for office buildings of similar size, class of ownership, and type of GSA operation involved.					

FIGURE 4-2. Target Schedule of Technical Surveys by Protection Branch

3 and 4

TAB

SAFETY ORGANIZATIONS IN OTHER AGENCIES

1. R. J. Broderick, Executive Secretary, Federal Safety Council, U. S. Department of Labor, Room 310, Railway Labor Building, 1st and D Streets, N. W., on 22 March 1963, gave information which he has collected concerning the safety organizations in various of the Federal departments and agencies.

2. These are totals of 13 departments and 50 major agencies. As of August, 1962, 18 departments and agencies had fairly well-organized safety programs headed by full-time safety directors. Thirty-seven had safety officers assigned on a part-time basis, or performing safety duties along with other work. Two agencies had no assigned directors of their safety programs, and six had no program.

3. Information as to individual safety organizations is as follows:

Dept. of Agriculture - Henry F. Shepherd, Safety Officer, a GS-14, is Chief of the Safety and Welfare Branch, under the Division of Health, Safety and Welfare. The Forestry Service, a separate organization with the Department, also has a GS-14 Safety Officer.

Dept. of Air Force - Willard G. Weller, Staff Safety Officer, OIG, a GS-15, heads a safety organization with 305 civilians, 41 officers, and 415 enlisted men. Within the organization there are two or three other GS-15 safety engineers.

Dept. of Army - The Safety Division is under the Director of Military Personnel, is headed by a GS-16, and ^{has} 5 men in GS-15, 20 GS-14, 42 at GS-13, 65 at GS-12, and 30 at GS-11. Thomas H. Wilkenson is Safety Director, and W. E. Albright is his deputy.

Dept. of Commerce - Mr. Broderick's direct information on Organizational Safety Functions of the Department of Commerce is only that the departmental safety program

is headed by a Safety Officer who is a GS-15, and that there are two or three other safety officers of that grade or GS-14. It was noted from the lists of delegates to the Federal Safety Council that E. L. Dean is Safety Officer in the Office of the Secretary, apparently reporting to the Deputy Director of the Office of Administrative Operations, and that there are safety officers (some of them possibly part-time) in the Coast and Geodetic Survey, the National Bureau of Standards, the Maritime Administration, the Bureau of the Census, the Bureau of Public Roads, the Weather Bureau, and the Patent Office.

Dept. of Defense - William C. Valdes, a GS-15 or GS-16 of the Civilian Personnel Policy Division, is the Safety Officer of the Office of the Secretary of Defense, but this is ~~one~~ of the duties he performs.

Dept. of Health, Education and Welfare - Bacer L. Long, GS-15, a Program Management Officer, heads the Accident Prevention Program, and is listed as the Department Safety Officer. There is a Safety Officer at the National Institutes of Health, at Bethesda, Maryland; he is James B. Black, but there is no information as to his grade.

Dept. of Interior - This department has a broad and highly rated safety program, headed by W. C. Pope, a GS-15, who is the Department Safety Engineer. Under him, and in the various bureaus of the Department, are six Safety Engineers at GS-14, and 13 safety officers in Washington and 28 in the field. There is a Safety Engineer, GS-14, in the Washington Headquarters of the National Park Services (Nathan G. Baker), the Bureau of Mines (Lee Piercall, Jr.), and the Bureau of Land Management (Emery F. Kennedy), a Safety Coordinator in the Fish and Wildlife Service (John N. Ball), and a Safety Officer in the Geological Survey (Hugh H. Hudson).

Dept. of Justice - The only element of this Department which has a full-time safety official is the Bureau of Prisons, where John E. Waller (grade not learned) is Safety Administrator.

Dept. of Labor - This department has no regularly established safety program, relying upon the government-wide Federal Safety Council which is part of the Department, and which is headed by a GS-16, Arthur W. Motley, Chairman. The Council has so far been unsuccessful in its efforts to get the Department to establish its own safety program independent of the general work of the Council. The Statistical Division of the Bureau of Employees' Compensation keeps the department safety statistics, as well as those for all the government.

Dept. of Navy - The elaborate safety program for Navy civilian employees is headed by an officer, Captain J. T. Riordan, Director, Safety Division, Office of Industrial Relations. Under him is Odell D. Maxwell, Supervising Safety Engineer, and four others in grade GS-14. There are 172 safety personnel in Washington. Statistics are kept by an Accident Analysis Branch.

Post Office Department - The safety program is headed by Edward B. Landry, GS-15, Director of Safety and Health. Under him are two safety officers at grade GS-13 or GS-14, and a total of 96 safety officers in the field.

Dept. of State - This department does not have any full-time safety officials. Charles A. Shinkwin, Chief of the Division of Buildings Management, has top responsibility for the safety program, and Grafton H. Jenkins is listed as Acting Safety Director. Their grades are not known.

Atomic Energy Commission - D. F. Hayes, Chief of Safety and Fire Protection, is GS-16.

Federal Aviation Agency - Thomas J. Creswell, GS-14, is Safety Director. Under him are eight other Safety Engineers at each of the field regional offices, probably at GS-13.

General Services Administration - The safety program comes under W. H. Alexander, Director, Protection Division, Public Buildings Service, and this Division also has jurisdiction over the GSA guards. Mr. Alexander is GS-16. Rolf E.

Hamstrom is Chief, Accident and Fire Protection Branch, and the direct head of the GSA safety program; he is known to have been GS-14, and possibly now is GS-15. They are at GSA Headquarters. Each GSA Region also has a safety engineer and a staff of safety personnel. In Region 3, which includes all the Washington area, Raymond A. Kooser is Chief, Accident and Fire Prevention, and has a staff of 20 to 25 safety officers and inspectors under him. Mr. Kooser is GS-14, and the grades of his staff are upwards from GS-9.

Veterans Administration - The safety program is headed by P. V. Tilden, Chief, Safety and Fire Protection Division, Office of Assistant Administrator for Construction. Under him is a Safety Section with a Chief and at least one other safety engineer, and a Fire Protection Section with a Chief and at least one engineer. There are two Safety and Fire Protection Engineers in the Department of Medicine and Surgery. The grades of those other than Mr. Tilden ^{who is GS-14} are not known.

4. No specific data was listed as to the safety organizations in other agencies. The Government of the District of Columbia has a Safety Engineer in the Administrative and Safety Division, Personnel Office. The Government Printing Office has an Acting Safety Engineer, indicating it probably is not a full-time safety position. The Interstate Commerce Commission has a Section of Safety. The National Aeronautics and Space Administration has a Safety Officer, but it is understood its safety organization is only in the formative stage. The Panama Canal Company has a Safety Branch.

5. In the Civil Service Commission, safety appears a joint responsibility of the Medical Office and the Office of Personnel. The Treasury Department does not have any full-time safety officer, placing the responsibility in the Director of Administrative Services. The various smaller agencies in the Washington area usually designate an administrative or personnel official as safety officer. Outside Washington, the Tennessee Valley Authority at Chattanooga, Tennessee, has a regular safety program under a Safety Branch.

TAB

88th Congress,
1st Session

H. R. 4912

IN THE HOUSE OF REPRESENTATIVES

March 14, 1963

Mr. Sickles introduced the following bill; which was referred to the
Committee on Education and Labor

A BILL

To amend section 33 of the Federal Employees' Compensation Act so as to provide a system of safety rules, regulations, and safety inspection and training, and for other purposes.

BE IT ENACTED BY THE SENATE AND HOUSE OF REPRESENTATIVES OF THE UNITED STATES OF AMERICA IN CONGRESS ASSEMBLED, That this Act may be cited as the "Federal Employees' Safety Act".

SEC. 2. Section 33 (c) of the Federal Employees' Compensation Act, as amended (5 U. S. C. 784 (c)), is amended to read as follows:

"(c) (1) It shall be the duty of the head of each Federal agency, in conformity with the standards, programs, and regulations prescribed by the Secretary under this subsection and in order to protect the lives, health, and safety of employees under his jurisdiction--

"(A) to provide places and conditions of employment which shall be reasonably safe for such employees;

"(B) to acquire, use, and maintain safety devices and other safeguards which are reasonably necessary to protect such employees;

"(C) to prescribe safety standards and practices for such employees;

"(D) to keep records of injuries and accidents to employees under his jurisdiction, whether or not resulting in loss of time in employment or the payment or furnishing of benefits; and

"(E) to make such reports to the Secretary with respect to such injuries and accidents as the Secretary by regulation may prescribe.

"(2) (A) It shall be the duty of the Secretary--

"(i) to develop, promulgate, and promote minimum standards for the protection of the lives, health, and safety of employees of Federal agencies and, to the extent feasible, promote uniformity in such standards;

"(ii) to collect and analyze data with respect to safety standards and programs in operation in the respective Federal agencies;

"(iii) to conduct studies and investigations of the causes of injuries and accidents in employment in the respective Federal agencies and the means of prevention of such injuries and accidents;

"(iv) to develop and make available to the respective Federal agencies information and personal services for the establishment and maintenance in such agencies of programs for the education and training of the officers and employees thereof in the recognition, avoidance, and prevention of unsafe conditions of employment;

"(v) to formulate and develop plans and programs to reduce the number of tort claims against the Government resulting from injuries to private persons attributable directly or indirectly to employees of the respective Federal agencies;

"(vi) to the extent appropriate, to collect information, from time to time, on safety programs, practices, and procedures generally, both in and outside of Government, and, upon appropriate request, make such information available to interested Federal agencies and other Government agencies;

"(vii) from time to time, to inspect the premises of the respective Federal agencies, and interview any of the personnel thereof, in order to ascertain if the minimum safety standards of the Secretary are being followed by such agencies;

"(viii) to issue to the head of each Federal agency, at least annually, a complete evaluation of the agency safety activities and programs summarizing accomplishments, recommendations, and other matters deemed pertinent; and

"(ix) to prepare for the issuance annually to the Congress by the Secretary a report showing the progress made in the field of accident prevention in the Federal agencies through the reduction of the number of accidents and injuries among the officers and employees of such agencies by the elimination of work hazards and health risks.


"(B) The Secretary shall be represented as a member on all boards of investigation and inquiry determining causes of incidents involving the safety and welfare of Federal civilian employees.

"(3) (A) There is hereby established in the Department of Labor a committee to be known as

the 'Federal Safety Advisory Committee' (herein referred to as the 'Committee'). The Committee shall be composed of such qualified representatives of the Federal agencies and such qualified representatives from national or international Federal Government employee unions as shall be appointed from time to time by the Secretary. The Committee shall be composed of eighteen members, of which no fewer than nine members shall be appointed from national and international Federal Government employee unions. The length of tenure of Committee members shall be determined by the Secretary. The heads of the Federal agencies shall nominate the representative and alternate of their respective agencies and the heads of national or international unions having Federal employee members shall nominate the union representatives and alternates. The members of the Committee shall serve as such without additional compensation.

"(B) The Federal Safety Council, reestablished pursuant to Executive Order 10990, dated February 2, 1962 (27 F.R. 1065), is hereby abolished and the functions of such Council are hereby transferred to the Committee, which shall serve in an advisory capacity to the Secretary in carrying out his duties pursuant to the authority contained in this subsection.

"(4) As used in this subsection the term 'Federal agency' includes (A) the executive departments, (B) the Departments of the Army, Navy, and Air Force, (C) the independent establishments and agencies in the executive branch, including Government corporations and instrumentalities of the United States wholly owned by the United States, and (D) upon the express consent of the Commissioners of the District of Columbia and after publication in the Federal Register of a resolution by the Board of Commissioners of the District of Columbia of such consent, the municipal government of the District of Columbia.



"(5) The Secretary is authorized to prescribe such regulations as may be necessary to carry out the purpose of this subsection.

"(6) There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this subsection."

1. Present Strength -

1 GS-13
1 GS-12
1 Cl - Steno

1 Supernumerary GS-13

2. Proposed -

1 GS-14
1 GS-13
1 GS-5/7 Cl - Steno
1 GS-13 Safety Eng
1 GS-11)
2 GS-9) Safety Inspectors

Increase 4 Prof - 1 girl

3. a. GSA program to protect its employees not ours (Page 8).

b. Behind electrical outlet is theirs - in front of it - ours.

c. Fed. Ag. Saf. Program.

*File
PPS*